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ABSTRACT

The four major chapters of this study describe education in Nepal, analyze the progress of primary education in that country, describe national policy and planning for primary education, and report significant developments and programs. Chapter One concerns the historical background, present structure of education, primary education administration, textbooks and instructional materials, educational media and technology, financing of primary education, school buildings, and community participation in primary education. Chapter Two reports growth in enrollment, distribution of primary education facilities, education in remote areas, institutional development, non-enrollment, retention of students, teaching staff, supervisory staff, curriculum, and primary education for special populations. Chapter Three provides an overview and summary of national policy and discussions of free and compulsory primary education programs of the 1960s, the national education system plan, and other policy strategies for universalization of primary education. Chapter Four describes studies and programs having implications for the universalization of primary education in Nepal. Chapter Five indicates problems still to be addressed by educational planners. Related statistics are appended. (RH)

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Towards Universalization of Primary Education in Asia and the Pacific

Country Studies

NEPAL

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Indonesia	Socialist Republic of Viet Nam
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PREFACE

Universalization of primary education (UPE) is one of the major priority goals of countries in the region of Asia and the Pacific. The developing countries in particular, are now vigorously engaged in the formulation and implementation of policies, plans and programmes aimed at making adequate and suitable opportunities for primary education available as soon as possible for all children and young people.

In 1983, as part of a major project under the Asian Programme of Educational Innovation for Development (APEID) on the Universalization of Education, 12 countries in the region undertook national studies. The national studies were conducted to analyse the stage reached by the countries in UPE, and the problems encountered by them in providing educational opportunities to all children at the primary level; to review significant new and current developments in programmes and projects which the countries have undertaken in order to expand and improve primary education; and to contribute to achieving the target of primary education for all children. The studies were conducted by national institutes and professional groups under the guidance of high level committees of the Ministries of Education in the respective countries.

On completion of the national studies, a Regional Review Meeting was held in November 1983 which undertook an in-depth analysis of the methodologies of the national studies and examined their findings. The meeting also made suggestions for improving and updating the national studies tabled for review.

Following the recommendations of the review meeting, study teams in the participating countries have revised and updated the national studies. The present publication is an outcome of the collaborative and co-operative efforts of the member countries in understanding the progress made in the universalization of primary education, the nature and extent of problems and issues and their implications for achieving UPE in the region before the end of this century.

This series which provides a comparative view of the position of and progress made in UPE has been published with the view that the countries in the region, in their bid to step up measures for UPE, will find the information, experiences and conclusions useful in pursuing the goal of 'education for all' with a new vigour by drawing on the experiences of other countries with the same goals and objectives.

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Chapter One

DESCRIPTION OF EDUCATION IN NEPAL

Historical background

Nepal has a long tradition of religious education, both Hindu and Buddhist, the two major religions of the country. Historically both the Buddhist and Hindu priesthoods were closely associated with the court and wielded considerable authority over the people. The quadrangles of civil settlements in Kathmandu and Patan, which still exist, were centres of Buddhist learning as well as apprenticeship training in various crafts. The Gombas in the northern part of the country trained young persons in the Buddhist priesthood, and the Sanskrit Pathsalas in Hindu religious rituals.

Nepal passed through a century-old dark age during the Rana period (1846-1951), which was characterized by an isolationist policy and stagnation of socio-economic development in the country. Educational progress was ruthlessly stemmed. However, the Durbar School established in 1883 to provide education to the children of the Rana family and their followers marks the beginning of the western type of education in Nepal. In this school the first two grades were called lower primary, and grades III to V, upper primary. There was also middle school from grades VI to VIII, and high school for grades IX and X.

Towards the beginning of this century, the then Rana Prime Minister implemented a plan of propagating elementary education. Consequently, a number of 'language schools' were set up to teach the alphabet and numerals. This Prime Minister's successor converted all the language schools into Sanskrit schools, which were accessible to only a few people who belonged to the Brahmin caste.

The country's first institution of higher education, Tri-Chandra College, was established in 1918. It prepared students to enter government service or to teach in primary and secondary schools. In 1938 the Government promulgated the Education Code, which laid

down rules and regulations for the establishment of schools and for the provision of grants-in-aid. In 1940 the syllabus for primary education for five grades was published. Nepali, English (not compulsory for the first two grades), arithmetic, history/geography, Sanskrit and drawing were the subjects prescribed. Under the present system English is taught from grade IV onward and Sanskrit is also introduced in this grade.

During the later part of 1940, an attempt was made to introduce a basic education system along the Gandhian pattern that had been propagated in India. By 1954 there were 21 'basic primary schools' in Nepal, but the interest of the authorities as well as the people had already begun to die down by the early 1950s. By 1961 there were no basic primary schools left; all had been converted to regular primary schools.

When the Rana regime came to an end in 1951, a democratic set-up was ushered in. With the growing realization of the importance of education, schools were established by popular initiative in different parts of the country. In 1954 the Government appointed the Nepal National Education Planning Commission to review the education system of the country and to recommend measures for its comprehensive reform. One of the significant recommendations of the Commission was that the target of free and compulsory primary education of five years' duration should be achieved by 1985. It also recommended the adoption of a single system of publicly-supported education. It suggested establishment of National Primary Schools with a new curriculum comprising language arts (Nepali), social science, arithmetic, art education, health and physical education, science, vocational education and English (for grades III to V). The Government accepted the recommendations and established primary schools using the new curriculum. However, the regular type of schools, in which stress is placed on English, increased more rapidly than the National Schools, which adopted a diffused multi-subject curriculum rather than the usual three-or four-subject intensive one.

In 1961 another Commission, the All-Round National Education Committee, was established to make a study of the education system and suggest reform measures. The Committee suggested dropping English altogether from the primary school curriculum. The suggested primary curriculum was otherwise similar to that

recommended by the 1954 Commission. The Government did not implement the recommendation except in abolishing English up to grade V. However, there was a strong protest from the supporters of English education and English was reintroduced from grade III on.

The 1970s saw two important developments in the field of education in Nepal – the introduction of vocational education in selected high schools, and of free and compulsory primary education in a few districts. The multipurpose vocational education introduced in 29 high schools was abandoned in 1971, when vocational education was made compulsory under the National Education System Plan for all the high schools of the country.

The free and compulsory primary education which was introduced in two districts (Jhapa and Chitwan) and eight of the 16 (now 29) town panchayats in the country from 1965 to 1970 relied largely on local financing with taxes being levied on such activities as the use of vehicles, sale and purchase of cattle and other items, and fairs and festivals. The Government contributed 25 per cent of the teachers' salaries to this programme. The programme succeeded in increasing enrolment, including that of girls, but ran into heavy financial difficulties. This experiment was abandoned in 1971, when, with the introduction of the National Education System Plan, the government took the responsibility of supporting cent for cent teachers' salaries in the primary schools.

The National Education System Plan (NESP) was introduced to systematize education development in Nepal. The Plan aimed at (i) democratizing education by extending educational facilitiies to all areas of the country, particularly rural and remote regions, (ii) promoting national integration by adopting a uniform curriculum and Nepali as the medium of instruction, and (iii) giving a vocational bias to education. Accordingly, steps were taken to extend primary education facilities to the maximum number of children, to provide training to teachers and to reform the curriculum and textbooks. The NESP programmes led to significant increases in enrolments at all levels, especially at the primary school level.

With the emphasis thus laid on the extension of primary education, His Majesty King Birendra declared primary education free in the country on 24 February 1975, the day of his coronation. Later, in stages, primary school textbooks were provided free to all primary

school enrollees from grades I to III. Since 1981 the primary school grades have been extended to encompass the first five grades instead of the previous three gardes only. In 1982 primary enrolment (grades I through V) reached 1,475,240.

Among the measures taken to improve the quality of education are the efforts to frame a new curriculum and revise it periodically, to nationalize textbook production, to provide training for teachers, and to develop instructional materials. However, provision of necessary physical facilities and of trained teachers has not been able to keep pace with the growth of schools and of enrolment. This has led to a very high percentage of drop-outs and repeaters at the primary level.

In 1981 several changes were introduced after the full-term evaluation of the educational programmes under the NESP was made. These changes consisted of the inclusion of grades IV and V in primary schools, revision of subjects in the curriculum, streamlining of vocational education and reorganization of the administrative structure. There was an attempt to enlist greater popular participation and to decentralize powers and functions. The Regional Directorates and District Education Offices were vested with greater powers and responsibilities. Accordingly, the Education Act of 1971 has been amended to give more power to the school managing committees and to make provision for private schools.

The Government considers primary education one of the 'basic needs of the people' and of the objectives of its development plans. The constitution of 1962 stated that any measure instituted for the welfare of children and women would be treated as a measure of public welfare, reflecting a concern for the wellbeing of children in general. The NESP stresses the need for promoting primary education and making extensive educational facilities available, especially in the rural and remote areas, on an egalitarian basis.

Present structure of education

The structure of school-level education in Nepal from 1971 to 1980 as prescribed by the NESP was as follows:

Primary	:	grades I to III
Lower Secondary	:	grades IV to VII
Secondary	:	grades VIII to X

The revised form of this structure is as follows :

Primary	:	grades I to V (for pupils 6 to 10 years old)
Lower Secondary	:	grades VI to VII (for pupils 11 and 12 years old)
Secondary	:	grades VIII to X (for pupils 13 to 15 years old)

The aim of primary education, as stated in the NESP, is to impart literacy and develop habits of good health and discipline. The objective of lower secondary education is to develop character and promote respect for work, and that of secondary education is to prepare students for higher education.

The three-grade primary system was conceived by the NESP as a scheme for providing minimum education to a large number of children at low cost. However, this structure was ineffective in remote and backward areas because most of the children there who finished three years' primary school had no access to lower secondary facilities and the 9-or 10-year-old children were too young to go to a distant school.

Although pre-primary education has not been included in the present school structure, considerable interest has been shown in this level, particularly in urban areas. In Nepal, pre-primary education is not the responsibility of the Government but of private individuals or organizations operating with the permission of the District Education Office. Their schools do not receive any grants-in-aid from the national exchequer. Pre-primary schools have been established in large numbers in Kathmandu and other major towns by popular initiative. Expatriate teachers are mostly found engaged in establishing these schools, which charge high tuition fees but usually provide better service because of the limited number of students they take in. The urban demand for these schools is growing every year.

Primary education administration

The National Panchayat is the highest legislative body and gives directives on national policy matters. The laws and policies passed by the National Panchayat come into effect after the approval of the King.

The National Planning Commission makes national-level plans in the total context of national development and sets targets for educational development in its sectoral plans as well. Presently Nepal is in the implementation stage of its Sixth Five-Year Plan (1980-1985).

The National Education Committee is chaired by the Minister of Education. It evaluates current national education programmes, conducts educational research, assesses the country's educational needs, explores available resources and formulates plans, policies and programmes in all aspects of education.

The Ministry of Education and Culture (MOEC) is the central executive body in the education sector. The MOEC has the responsibility of administering the educational affairs of the country in the context of national development and in line with national policy. It is responsible for plans, policies, decisions, programmes, and implementation in the field of education. The Ministry has three major divisions: (i) the Planning Division, which looks after statistics, programmes, budgeting, Unesco affairs and population education; (ii) the Educational Administration Division, which is responsible for school education, special education, women's education and adult education; and (iii) the General Administration Division, which is responsible for personnel at the central, regional and district levels as well as for publicity, public relations, and property management.

At the regional level, there is a Regional Education Directorate based at the headquarters of each of the five development regions of the country. These Directorates are responsible for regional planning, administration, implementation and co-ordination.

Under the Regional Directorates there are District Education Offices for each of the 75 districts of the country. These Offices are responsible for implementing the educational programmes at the district level, distributing government grants, supervising the schools and distribution of textbooks, approving establishment of new schools according to the quota fixed by the Regional Directorates, and maintaining educational quality and standards in the schools.

At the local level there are school managing committees responsible for a host of activities that include mobilizing resources and making sure that schools are running smoothly. Presently the Government is giving the school managing committees more powers

and making them responsible for the opearation of the schools. The aim behind this policy is to ensure more effective participation from people at the local level.

Planning. The National Planning Commission sets guidelines for the Ministry of Education in terms of long-term targets and priorities. It follows the resolutions of the National Development Council and the National Panchayat Social Committee. The National Education Committee determines educational policies, plans, and proggrammes to be implemented by the MOEC. The Planning Division of MOEC formulates annual and periodic plans, and works in co-ordination with the Planning Commission, Finance Ministry and other related agencies. The Regional Education Directorates represent the educational needs of the regions and the districts to the Ministry.

Educational plans are usually prepared at the national level and in aggregate terms. Local-level planning is left to the grass-roots level, where the District Education Office and the school managing committees play an important role.

Planning of primary education is done along with that for other levels of education. Given general guidelines by the National Planning Commission and the National Education Committee, the Ministry of Education works out the planning details. Documents are prepared nationally, and the regional and district breakdowns and targets are worked out in the annual programmes prepared by MOEC.

Since primary schools in the public sector have to be fully financed by the Government, the establishment of new schools needs to be properly planned and regulated. Quotas of new schools to be established in different districts are fixed in the anual plans on the basis of national policy priority.

The location of new schools was determined on the basis of need and suitability by following a school mapping system during the implementation stage of the NESP (1971-1976). This proved difficult to follow strictly as more and more schools had to be built each year as a result of the growing public demand.

When a local proposal for a new school is made, the District Education Office sends officers to examine the area and make a recommendation, using available quotas. If the school is approved, it is first built to accommodate one or two grades only and later the

subsequent three grades are added by stages, provided the local people assist in the construction.

For curriculum development, there is the Curriculum, Textbook and Supervision Development Centre (CTSDC) which is a unit of the Ministry of Education and Culture. The Centre handles the design of curriculum and the preparation of textbooks for all grades.

The Education Act of 1980 allocated to school managing committees the responsibilities of managing and financing schools, mobilizing local resources and monitoring teachers' performance.

Teacher training. In 1975 the total number of primary school teachers in Nepal was 18,874, and by 1980 this had grown to 27,805. With the gradual integration of grades IV and V in the primary level, it is expected that nearly half the lower secondary teachers will be transferred to primary school duties. From 1980 to 1982, 782 new primary schools were established and 300 more were proposed for 1982 and 1983. Despite vigorous efforts, about two thirds of the primary school teachers still remain untrained.

About one third of the teachers do not even have the necessary school leaving certificate (SLC) qualification. Even among those who do, one third are still untrained. In addition, primary school enrolment has been increasing rapidly and with it the number of primary school teachers required is bound to increase. With the backlog of teachers that have to be trained, the addition of more primary school teachers has made it necessary to intensify training measures.

The Institute of Education conducts one- and two- year teacher training programmes for those who have passed the SLC. Those completing the one-year programme become trained primary school teachers, and those completing the two-year programme become trained lower secondary school teachers. Because grades IV and V are now being integrated in the primary level, some of the teachers who complete the two-year course will teach at the primary level. The Institute of Education also conducts 'B-level' primary teacher training for teachers who have not completed high school. Such programmes are run in the campuses of the Insititute at Teharathum, Dhankuta, Pokhara, Butwal, Dang, Nepalgunj and Doti. Another special programme of the Institute is the Remote Area Teacher Training Programme, through which teachers in remote mountain districts are prepared for the SLC and given primary teacher training.

Under the Equal Access of Women to Education Project, operational in Dhankuta, Pokhara and Nepalgunj, girls in remote areas who have not completed secondary school are trained as primmary school teachers with the 'B-level' teacher training curriculum. This programme hopes to increase the number of women teachers in primary schools. The Presence of women teachers in a school normally tends to motivate parents to send their children to that school.

The Institute also runs a Distance Learning (correspondence) teacher training programme for teachers without the SLC. This programme also uses the 'B-level' curriculum. A pre-training orientation programme, provision of self-learning materials, monthly contact sessions and a final examination are the main features of this programme.

A radio teacher training programme is run by the Ministry of Education and Culture for underqualified and untrained primary teachers. Self-learning materials and radios are supplied to the enrolled teachers. Contact sessions are arranged in the campuses of the Institute of Education, where final examinations are held.

Programmes like distance learning, radio education teacher training and remote area training make it possible for local teachers to remain at home and continue their teaching work. This should help train local teachers who can replace the teachers who have come from outside the districts. It is often observed that teachers from urban areas or outside the districts tend to be absent frequently from their jobs.

The Ministry of Education and Culture frequently organizes short-term training programmes for school headmasters and subject-specific workshops for various levels of teachers and supervisors.

The introduction of education as a vocational subject in the secondary school in 1971 was expected to help produce primary school teachers in large numbers. There were a number of general and vocational schools offering this subject. However, anticipated supply of primary school teachers was not met because students who completed high school invariably wanted to continue their studies, and were little inclined to follow teaching careers.

The curriculum for the teacher training programmes is developed by the Institute of Education with the co-operation of related

subject specialists. Workshops are organized for this purpose. Subject committees are formed to discuss the curriculum and various related agencies provide suggestions regarding content. Recent subjects like Education for Rural Development, Environmental Education and Population Education have been influential in the primary teacher training programmes.

Supervision. The NESP stressed the importance of a well-organized supervision system to improve the quality of instruction in the schools. The instructional system that existed before the implementation of the NESP concentrated on administrative control of the schools and had little impact on the improvement of instruction.

In 1971 a supervision section was created in the Ministry of Education. It was later integrated in the Curriculum Development Centre in 1979, and the Centre was renamed the Curriculum, Textbook and Supervision Development Centre (CTSDC). Supervisors for primary and secondary education were appointed and assigned to the District Education Offices. Specialists in different subjects have also been appointed in the Regional Directorates since 1979.

The supervisors are responsible for examining the physical facilities of the schools and checking whether the teaching staff is adequate and up to standard in their performance. They also evaluate the instructional standard at each level of education. The supervisory guide published by the Ministry of Education expanded these functions to include evaluating the appropriateness of the curriculum and the use of textbooks, conveying official instructions to the teachers, providing essential school facilities, evaluating the standard of instruction and learning, determining whether schools are operating according to Government rules and regulations, motivating teachers to perform effectively, and helping them in their instruction.

The supervisors who visit the primary schools are required to have an intermediate degree (SLC plus two years of education) in teacher training arts or other subjects. The supervisors receive a field allowance and compensation amounting to 33 per cent of their salary to cover expenses incurred in the field for their required 25-day visits.

Textbooks and instructional materials

Curriculum and textbooks are prescribed by the Ministry of Education. The CTSDC prepares the curriculum, which is discussed and approved by a high-level committee under the chairmanship of the Minister of Education. This committee is composed of teachers and subject specialists.

Manuscripts for textbooks are selected on a competitive basis and submitted for approval to a committee headed by the Member Secretary of the National Education Committee. Authors of books judged to be of an outstanding nature are given additional monetary awards. The printing of textbooks is the responsibility of the Janak Education Material Centre, Limited, which works under the general supervision of the Ministry of Education and Culture. Distribution of textbooks is also the responsibility of the Centre. The Centre has its own regional sales depots and operates through the commercial agencies, mainly the Sajha.* All books are sold at no-profit-no-loss rates. Primary school textbooks (grades I to III) are supplied free of charge, and the expenses are borne by the government. UNICEF assistance is also available for the free textbook distribution scheme.

Some educational materials are distributed to the schools by the CTSDC through the Regional Directorates. These materials include science and sports materials. The primary schools receive only a small portion of the total materials distribution to schools. Some educational materials are made available to the primary schools through the Integrated Rural Development Projects. Seven such projects are in operation in different parts of the country.

Educational media and technology

There is much room for improvement in the standards of instruction in primary schools, especially in the rural areas. Lack of suitable buildings, adequate resources and trained teachers are the major causes of the stereotyped form of classroom instruction that depends almost exclusively on lectures.

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* A semi-government concern for corporate publication acting as the sole agent for selling JEMC books.

Radio broadcasting for schools has been in operation since 1973 and has steadily been extended to more and more districts. The broadcasting programme was started in order to supplement classroom instruction with interesting lessons based on the textbooks. The potential of radio is great in a country like Nepal with difficult topography and a shortage of instructional materials and qualified teachers in the rural areas.

The radio broadcasting programme is handled by the Audio-visual Division of the CTSDC, which is under the Ministry of Education and Culture. Programmes are broadcast for grades I through V in four subject areas. Radio sets are distributed to the schools.

School broadcasting, however, has not been fully synchronized with the need and level of classroom instruction. The Radio Education Teacher Training Programme is being used to train in-service primary school teachers with no access to training facilities. This programme concentrates on the preparation of self-learning materials, radio broadcasts, distribution of radios to the enrolled teachers, and staff training. By 1982, 2000 inservice teachers had been trained under this programme.

Financing of primary education

Public expenditure on education has been increasing since the implementation of the NESP in 1971. The proportion of development expenditure allotted for education reached 12.4 per cent in 1976, and thereafter declined slightly. In recent years it has remained steady at about 9 per cent.

The Government is committed to paying the full salary of all primary school teachers. A substantial amount of the national education budget goes to this item. In 1980 and 1981, out of the total education budget of Rs. 429.68 million, 26.6 percent was allotted to primary education and the bulk of this went to teachers' salaries. In 1982 and 1983, 26.76 per cent of the total education budget was earmarked for primary education, of which the majority was meant for teachers' salaries. The portion of total expenditure for primary education is difficult to determine because the budgetary allocation for CTSDC and several other related units have some bearing on primary education.

Public expenditure for the construction of primary school buildings is insignificant. Free primary textbook distribution in-

volves a considerable amount of money, and this is increasing with the increase in the number of students.

UNICEF provides some nourishing food to children in a few primary schools. School uniforms have been essential in many urban schools, but these have to be supplied by the guardians of the children.

Local support played a major role in school financing in the years prior to the implementation of the NESP. This support consisted of donations, income from land endowments, contributions from local panchayats, voluntary labour and other services performed by the local people. After 1971 there was a significant decline in local contributions. The Education Act Amendments of 1980 were partly motivated by a concern to reactivate local support for education.

School buildings

Inadequate physical facilities remain the major problem in the primary schools in Nepal. The local people have constructed primary school buildings throughout the country, but the quality of these buildings has been poor. As enrolment has gone up, school space has become inadequate.

One of the major constraints in the provision of school buildings has been the lack of roofing materials. Since 1974, UNICEF has provided roofing materials to schools in panchayats that have requested them. These donations have been instrumental in generating local participation in improving the physical facilities of the schools. It is now necessary to consult local communities about the types of buildings needed and the standards to be maintained. However, most of the primary school buildings are still in poor condition.

Some districts, mainly in the Terai, have better access to building materials and are better able to help build physical facilities. Primary school buildings in most places consist of two or three rooms to accommodate 20 to 40 students per class. The buildings have mud floors with mat flooring, often leaky roofs, no furniture, and poor lighting. In some cases student crowding is so bad that the area per student is less than one third of a square metre.

The task of providing buildings that meet suitable standards is immense, but the government's support has been minimal and the

local communities cannot provide all the resources. The shortage of school buildings is a serious problem that has adversely affected both the learning process and the teachers' morale.

Community participation in primary education

Local communities contribute to the schools in a number of ways. Community participation is institutionalized in the school management committees. Local communities actively canvas for the establishment of new schools and upgrading of the existing ones. Since the introduction of the lump-sum grant system, more contributions have come from local communities, although the Government is responsible for meeting the full salary costs of all primary school teachers. In the past, voluntary teaching was quite a common form of contribution, but it is rare these days.

Chapter Two

AN ANALYSIS OF THE PROGRESS OF PRIMARY EDUCATION IN NEPAL

With the implementation of the NESP in 1971, a new phase of educational development began in Nepal. The Plan introduced a short-cycle primary education of three grades in order to extend literacy among a large number of children within a short period and at lower cost. From 1970 to 1980, primary education made substantial progress. The government followed a liberal policy in establishing schools, met 100 per cent of teachers' salaries and introduced free primary education and free textbooks.

Growth in enrolment

During the period from 1970 to 1980, primary school enrolment rose by nearly 16 per cent annually. Since 1981, primary schools have been gradually converted into five-grade schools, so that enrolments in grades IV and V have begun to be included in the total primary enrolment. The details of enrolment growth from 1970 to 1982 are given in the table below.

Enrolment pattern in primary schools

Year	No. of primary schools	Enrolment			
		Total	Male	Female	% of females
1970	7275	408,471	343,719	64,752	15.8
1975	8314	458,516	374,508	84,008	18.3
1980	10130	1,067,912	768,400	299,512	28.0
1981	10628	1,388,001	1,014,265	373,736	26.9
1982	10912	1,474,698	1,067,736	406,962	27.6

Between 1970 and 1980, the total number of primary schools increased by 30.3 per cent, enrolment by 161.4 per cent, and the

number of teachers by 48.9 per cent. From 1980 to 1982, 782 more schools were built and 406,786 more students enrolled.

Primary school enrolment ratio. Enrolment ratio data up to 1980 were reported with reference to grades I to III, but from 1981 onwards, with reference to grades I through IV. The rate of progress in the primary school enrolment ratio is indicated below.

Year	Enrolment ratios in percentage	Corresponding age-group
1970	32	6 – 10 years
1975	43.4	6 – 8 years
1980	90.4	6 – 8 years
1981	65.4	6 – 10 years
1982	68.3	6 – 10 years

The primary school enrolment ratio steadily rose after 1975. In 1980 it reached a little over 90 per cent. This ratio referred to the three-grade primary enrolment and to children from 6 to 8 years-old. The 1981 change in the structure of primary education necessitated the revision of these ratios. When calculated with reference to the enrolment of grades I-V and to children of 6 to 10 years old, the ratios are predictably lower. Hence the primary school enrolment in 1982 is only 68.3 per cent despite the numerical growth of primary school enrollees.

Because of a marked difference between the ages of enrolled students and the officially fixed school-going ages for different grades, the enrolment ratios should not be taken as exact. In remote areas, many parents do not have birth records and are not sure of their children's ages. This leads to the enrolment of many over-age students.

The Sixth Five-Year Development Plan (1980-1985) has fixed the target of 75 per cent primary school enrolment for grades I-V by the end of the period. The pattern of growth in primary school enrolment up to 1982 was so remarkable that this target percentage should not be deemed over-ambitious. The achievement can be attributed both to the ever-increasing demand for education among the people and to measures taken to set up new schools.

Enrolment of girls. The proportion of girls in primary school has not gone up in the same ratio as that of the total enrolment, though there has been an upward trend since 1975.

The reasons for low participation of girls in school are mostly socio-economic in nature, and include involvement in household work, taking care of babies, low motivation among parents to send girls to school, and not enough awareness on the part of the parents of the facilities offered by the Government. The drop-out rate is also more pronounced among girl students.

Disparities are obvious in the breakdown of enrolment ratios by sex. In 1981 the enrolment ratio for boys was 95 per cent, whereas for girls it was only 35 per cent. Since there is no exact age-grade correspondence and there are a number of over-age children in each grade, the high ratio for boys does not reflect the large number of school-age children still not admitted to school.

A number of measures have been taken to increase girls' enrolment. These include attempts by community leaders and community workers to persuade parents to send girls to school, establishment of schools closer to girls' homes, appointment of women teachers, and the provision of free education and free textbooks in remote districts. Women primary teachers are being trained and their academic level upgraded under the Equal Access of Women to Education programme.

Enrolment patterns in rural and urban areas. Nepal is a predominantly rural country, with 94 per cent of its people living in villages. All over the country there are only 29 town panchayats, and these are counted as the urban areas. Yet it is rather difficult to draw the line between urban and rural areas because a large number of the urban areas are actually close enough to rural life to be considered semi-urban.

Educational institutions, especially primary schools, are distributed all over the country on the basis of equity and social justice. In the post-NESP period a greater number of primary schools have been established with Government assistance in rural areas, especially in remote districts.

In major towns like Kathmandu and Biratnagar, a large number of privately-run pre-primary and primary schools have sprung up. The escalating demand for these private schools is striking, since

they are often far from the children's homes and charge a high rate of tuition, in contrast to the more accessible and free public primary schools. Enrolments in urban areas have naturally risen due to a greater level of awareness among the people and the availablility of facilities.

In most rural areas, however, the custom of sending children to school has not spread as widely because of the engagement of children in domestic chores, caste feelings and lack of understanding of the value of education. Nevertheless, considering the original condition of education in the villages, primary school enrolment in rural areas has been significant enough to allow room for optimism.

Distribution of primary education facilities

Nepal has adopted a policy of balanced regional development since the beginning of the Fifth Plan (1975-1980), with a view to ensuring a more equitable distribution of investment all over the nation. The country is divided into five development regions, each covering portions of the three geographical belts – Mountain, Hills and Terai.

The total population and the population of the primary education age-group in each region are shown in the table below, which is derived from the 1981 census. Children from 6 to 10 years old make up 14 per cent of the total population in the country.

Regional distribution of population

Development region	Population of the region	Percentage of the nation's total population	Population of primary education age-group
Eastern	3,708,923	24.69	519,249
Central	4,909,357	32.68	687,310
Western	3,128,859	20.83	438,040
Mid-western	1,955,611	13.02	273,786
Far-western	1,320,089	8.78	184,812
Total	15,022,839	100.00	2,103,197

The above distribution of population can be compared with the distribution of primary schools and enrolment in the five regions in 1981.

Enrolment by region in 1981

Development region	Primary schools	Percentage of national total	Primary school enrolment	Percentage of national total
Eastern	2,531	23.8	354,081	25.5
Central	2,882	27.1	424,141	30.6
Western	2,682	25.2	373,993	26.9
Mid-western	1,562	14.7	144,134	10.4
Far-western	971	9.1	91,652	6.6
Total	10,628	100.0	1,388,001	100.0

There is an obvious correspondence between population distribution and distribution of schools and enrolment. The Far-western and Central Regions lag behind other regions in enrolment percentage in relation to their population size.

Education in remote areas

Eighteen of Nepals' 75 districts are remote districts deserving special treatment from the Government in terms of development investment. In some cases it is the entire district and in other cases certain parts of the district that are considered remote and inaccessible.

The percentage of primary enrolment in these remote districts is as follows:

Enrolment ratio in remote districts

District	Enrolment ratio	District	Enrolment ratio
1. Taplejung	76.0	10. Sankhuwasabha	79.3
2. Solukhumbu	60.1	11. Dolakha	54.7
3. Sindhupalchowk	51.4	12. Rasuwa	62.8
4. Dhading	59.7	13. Gorkha	98.0

District	Enrolment ratio	District	Enrolment ratio
5. Manang	69.7	14. Mustang	84.2
6. Dolpa	58.1	15. Kalikot	42.6
7. Mugu	52.2	16. Humla	54.8
8. Bajhang	51.7	17. Darchula	67.3
9. Bajura	49.7	18. Jumla	40.7

Some districts have enrolment ratios above the national average, but most of the district ratios are lower than the national average. Even in those districts with high ratios, there are problems of low attendance, shorter school sessions due to climatic factors, poor school buildings, lack of qualified teachers and inadequate resources. In these remote areas, primary schools are established even when the minimum number of students required is not available, in order to maximize access to facilities. The primary schools in these areas were allowed to incorporate grades IV and V even before the first five-grade structure had been adopted.

To meet the shortage of teachers in remote areas, local teachers are trained and an incentive allowance is paid to teachers from outside the districts. This allowance amounts to a maximum of 110 per cent of their salaries. Local teachers also get as an incentive an allowance equivalent to 100 per cent of their salaries. Teachers working in remote districts are allowed to appear privately at the SLC examination The Remote Area Teacher Training Programme at Jumla provides in-service teacher training. Free textbooks were made available to remote area primary school students as early as 1971, eight years before they were available to students of other districts.

Institutional development

The establishment of a primary school is determined on the basis of demand from local communities, available quota for new Government-assisted schools, the number of school-age children in a given locality and the criterion of providing educational facilities in backward areas. Consequently the number of primary schools increased from 321 in 1951 to 10,628 in 1981. However, there are also quite a number of privately operated schools in many parts of the country.

No reliable data about the size of schools is available. However, most of the schools are small, with one or two teachers. This is fewer than the quota allotted because it is difficult to get suitable teachers in the remote areas, especially in the Hills districts. In a survey of 67 primary schools conducted by CERID in 1981, three schools (five per cent of the total) had one teacher only, 39 schools (43 per cent) two teachers, and the remaining 35 schools (32 per cent) more than two teachers. A primary school in the eastern Terai district of Jhapa has 308 students, and one in the Mountation district of Dolpa has only 28 students. Because of the straggling pattern of population in the Mountains districts, the average enrolment figures for primary schools there are much lower than in the Terai and hills. The average number of students per primary grade in remote areas was 31.5, according to the survey mentioned above.

Non-enrolment

At present nearly 30 per cent of the primary education age-group is out of school. If the large number of over-age students, for which, statistics are not available, is discounted, the proportion of out-of-school primary school-age children will be even higher.

The problem of non-enrolment is related to the socio-economic conditions of the people, the topography of the country and the lack of trained teachers. Among some ethnic groups like the Tharus, less developed communities like the Chepangs, and under-privileged caste groups like the Damais and Sarkis, education has not become as popular as was expected. This problem is generally more acute in rural and remote areas. Despite the establishment of schools in convenient locations and the provision of free primary education and free textbooks up to grade III, many parents do not send their children to school.

A large number of out-of-school children are girls. The main reasons for this are the need for children to assist with household work, the lack of awareness among adults in rural areas, about the value of primary education, and the lack of female teachers in schools.

Low parent expectations of school education are a major cause of non-enrolment. Parents do not foresee high returns in terms of employment and better living conditions from a few years' school-

ing, and they are even less likely to see the value of secondary education.

Retention of students

The total wastage rate due to drop-outs and school repeaters is very high, especially from grade I to grade II. In 1980 the wastage rate was 53 per cent. According to a sample survey, the repetition rate at grade I varied from 42 to 46 per cent in the Mountain, Hills and Terai districts, and the drop-out rate ranged from 19 to 25 per cent.

Drop-out and repetition rates

Area	Grade	Percentage of drop-outs	Percentage of repeaters
Mountain	I	20.9	42.1
	II	12.3	19.1
	III	25.6	11.2
Hills	I	25.6	45.9
	II	19.4	15.1
	III	12.8	10.3
Terai	I	19.0	43.4
	II	12.4	15.8
	III	8.5	4.2

Source: New ERA: *Impact of Free Textbook Distribution on Enrolment*, 1980, pp. 12-16.

The high repetition rate in grade I can be explained partly by the fact that the children have first to learn the alphabet and the numerals, which is difficult and time-consuming. The grade I textbooks do not teach the alphabet but include work based on previous knowledge of the alphabet. In the predominantly non-literate environment in the rural areas, the first grade textbooks cannot be introduced immediately to the beginners. In addition, in order to ensure national integration the primary textbooks are all written in Nepali, but nearly 48 per cent of the people speak a mother tongue other than Nepali. Primary school textbooks for these children are difficult at the initial stage.

Rural schools have a good record of student admission in grade I but attendance is very irregular and in most areas, one third of the students drop out within ten months. Dropping out in one year and seeking re-admission in the same grade the following year is a common phenomenon. The causes of the high drop-out rate, as well as that for repetition, are parental indifference, poor health of the children, involvement of children in household work and poor teaching. Distance from school is also an important factor, especially in the Hills districts, where the terrain is difficult.

Because of the high wastage, an estimated six pupil years are required to produce a student who has completed three grades. This means an efficiency rate of only about fifty per cent for primary education.

The problem of wastage is also related to poor attendance. Student attendance in rural schools is unduly irregular because of the frequent absence of teachers, the casual attitude of children and their parents towards education, and weather and road conditions.

Another problem related to that of wastage is the underachievement of those who complete the primary grades. A recent study showed that grade III completers performed at the achievement level of grade II only, and that many primary school completers were unable to apply numerical and literacy skills. It has been found that a large number of children lapse into illiteracy after leaving school.

Teaching staff

Qualification. In 1981 there were 29,134 primary school teachers in the country, and only 10,585 (36.3 per cent) were trained. In 1982 the number of teachers rose to 32,259. The increase reflected the appointment of new teachers for lower secondary (grades IV and V), as well as the partial transfer of lower secondary teachers to primary school duties. The next table indicates the number of teachers who have attained various levels of qualification.

The majority of teachers have graduated from secondary school with the SLC, technically the minimum qualification required for a primary school teacher, but about one third have not. In remote areas, most teachers have passed only grade VIII or IX. In these regions local teachers are not available in adequate numbers and teachers from other districts are often unwilling to work in remote

areas. Those who do go there from other districts are often absent from school for long periods. The local school authorities are helpless to change the situation.

Training profile of primary teachers

	1981		1982	
	Total	Trained	Total	Trained
Under-S.L.C.	9,717	2,829	10,466	3,974
S.L.C.	18,801	6,510	20,078	7,038
I.A.	559	219	1,494	435
B.A.	51	25	211	78
M.A.	6	3		
	29,134	9,586	32,249	11,525

Women teachers. Of the 29,134 primary school teachers working in 1981, 2,666 (or 9.2 per cent) were women. The distribution of these teachers by development region in 1981 was as follows:

Percentage of women teachers

Region	Total no. of teachers	No. of women teachers	Percentage of women in total teaching staff
Eastern	7,262	694	9.6
Central	8,030	977	12.2
Western	8,026	677	8.4
Mid-western	3,461	246	7.1
Far-western	2,355	72	3.1
	29,134	2,666	9.2

The largest proportion of primary school women teachers is in the Central Region, but there are fairly large numbers in the Eastern and Western Regions as well. In the remaining areas, especially in the Far-western Region, the percentage is very low.

According to the evaluation done by CERID of the Equal Access of Women to Education Programme, the appointment of women teachers is beneficial in increasing girls' enrolment because it encourages parents to send their daughters to school.

The Government has organized a special teacher training programme for girls in grades VI and VII in remote areas. These girls are given a three-or four-year scholarship for both secondary education and teacher training, after which they will go teach in communities where enrolment of girls is very low.

Supervisory staff

The number of supervisors to be appointed in each district is fixed on the basis of the number of schools. In 1979 there were primary school supervisors named and this number has not increased since. Each supervisor in the Kathmandu valley and the Terai is responsible for 40 schools, and in the Hills and Mountain areas where transportation is more difficult, each supervisor must visit 30 schools. This number is inadequate to cover all the schools in the country.

The posts of primary school supervisors have been filled with people who have an intermediate level of college education but no experience in teaching and no professional training in education. The supervisors are relatively young and are often in the position of supervising teachers more experienced and knowledgeable than they are Consequently, the supervisors occupy themselves mainly with administrative work in the office and with the collection of data on enrolment and facilities in schools they visit.

The full-term evaluation of the NESP in 1980 analyzed the functions and responsibilities of the supervisors. It emphasized that the main function of supervisors was to introduce new teaching ideas and to oversee the effectiveness of innovative projects. The report recommended that several of the functions earlier assigned to the supervisors should be taken up by other functionaries; for example, seminars and workshops should be held by specialists in the Regional Directorate, administrative inspection should be done by the District Education Officer, and physical facilities should be checked by the headmasters. It was also recommended that districts be divided into supervision areas, each containing a number of schools of different levels. A secondary school supervisor assisted by primary supervisors

would supervise the schools in a particular supervision area. Each area would have an annual programme for instructional improvements. Primary supervisors could be promoted to secondary supervisors and ultimately all primary schools would be supervised by secondary supervisors. The post of primary supervisor would be gradually phased out. At present the idea of supervision areas is being implemented in selected districts, but results of the innovation are not yet known.

There are two main institutions that provide in-service training to supervisors. These are the Institute of Education (IOE) at Tribhuvan University and the CTSDC. The IOE runs two-to three-month training programmes and the CTSDC seminars of one or two weeks. The CTSDC has been entrusted with the preparation of supervision manuals and the evaluation of the supervisory system. The Regional Directorates also conduct periodic training workshops for supervisors.

Curriculum

The objectives of primary education are literacy, a sense of discipline and habits of healthful living. In grades I to III three subjects, Nepali, social studies and mathematics, are taught. At grades IV and V four new subjects, English, Sanskrit, science, and physical education are added. The number of periods per week for each subject is listed on the next page.

There is a demand from many parents for introducing English from the first grade and the absence of English in the first three grades of the public schools is one factor that has led to the popularity of private primary schools. The NESP, however, gave less emphasis to the teaching of English to young children than to the need for national integration, for which a common language is necessary.

Recently there has been a movement to include in the primary school curriculum subjects related to rural development, common vocations, population education, environmental education and the equality of women. If education is to involve a change in the learners' attitudes and behaviour in addition to the acquisition of knowledge and skills, it is important that the curriculum focus on education for life. The primary curriculum has to be made more relevant in order to encourage parents to send their children to school.

Curriculum in primary schools

Subject	Grades I	II	III	IV	V
Nepali	12	12	14	8	8
English	–	–	–	7	7
Sanskrit	–	–	–	2	2
Social studies	6	6	7	6	6
Science and health	–	–	–	4+2	4+2
Mathematics	9	9	10	6	6
Drawing/painting	3	3	4	–	–
Physical education	–	–	–	2	2
Moral education	–	–	–	2	2
Total periods	30	30	35	39	39

Primary education for special populations

Low-caste groups. There are many communities in the country that are educationally less developed. Untouchability is legally banned but caste considerations often play a part in social interations. Opportunities for education tend to be sharply limited for the low-caste groups. Caste disadvantages go hand in hand with poor economic conditions, and thus illiteracy is inherited from generation to generation.

Educationally deprived or isolated ethnic groups. There are certain ethnic groups like the Satar, Danuwar, Chepang, Bhote, Sherpa, Magar and Tharu that are educationally much behind other socio-ethnic groups. Efforts to promote education among these communities still need to be made.

The 18 mountain districts of Nepal, with their adverse weather condtions, rugged terrain and lack of resources, are mostly inhabited by Bhotes, Rais, Limbus and Gurungs. Among the measures to promote education for these populations are an incentive allowance for teachers, establishment of schools even if the required minimum number of students is not available, programmes for training local teachers, training of women teachers and provision of scholarships.

The rural poor. The majority of the people in Nepal live in rural areas and are engaged in subsistence agriculture and related

activities. It is estimated that about 40 per cent of the people in the country live below the poverty line. The rural poor are often landless or own small pieces of land only. They have to leave home for about six months a year to look for extra work. These poor farmers are almost invariably illiterate, and rarely send their children to school. Various organizations have launched programmes to improve the living conditions of the rural poor, but such programmes are inadequate in view of the magnitude of the problem.

The urban poor. The phenomenon of slums on the fringes of large towns has not yet become a serious problem in Nepal, but there are numbers of socially deprived children who have little access to regular primary education. Several social welfare organizations have programmes designed for orphans and children from destitute homes. There is an SOS Children's Village in the Kathmandu valley. Bal Mandirs, or 'Children's Homes', are established in almost all the districts of the country. These homes provide pre-primary and primary education to children who belong mainly to lower socio-economic groups. The Underprivileged Children's Education Programme (UCEP) runs for street boys and boys working in food service an acclerated programme of elementary education and skills training in various trades. There are several other educational and skills training programmes for stray children run by organizations like Save the Children Fund and UNICEF.

The disabled. The proportion of disabled persons in the total population is estimated to be 3 per cent. The first attempt to educate the disabled was the acceptance of 30 blind students at the Laboratory School in Kathmandu in 1964. In 1966 a school for deaf children was started by the Nepal Children's Organization, which is providing training for 110 students. The Nepal Disabled and Blind Association (NDBA) came into existence in 1967, and in 1970 opened the Khagenda New Life Centre at Jorpati, Kathmandu for 102 residents suffering from various disabilities. The NDBA has started in six schools in different parts of the country special education facilities for the deaf and the blind. The Handicapped Service Co-ordination Committee co-ordinates these programmes and activities. The International Year of the Disabled in 1981 encouraged various programmes for the disabled. Skills training for the handicapped is available in two centres, one in Kathmandu and another in Panchkhal. Establishment of regional facilities for training of handi-

capped is being proposed. The Human and National Development Service (HANDS) operates programmes for mentally retarded children in Kathmandu, Pokhara, Bhairawa and Dharan.

Non-formal education for school-age children. The present non-formal education programmes are mainly for adults who have completed primary school or have at least gained literacy. There are few programmes except those in children's homes for out-of-school primary school-age children. An experiment to introduce part-time schooling and practical training was initiated at the Lahachowk school in Kaski district in 1976. The Education for Rural Development Project in Seti has proposed a special functional literacy programme for school-age village girls, to enable them to study for two hours a day at a convenient time.

There is clearly a need to meet the educational needs, through non-formal approaches, of children who cannot attend school due to economic circumstances or other disabilities.

Chapter Three

NATIONAL POLICY AND PLANNING FOR PRIMARY EDUCATION

Overview of national policy

Popular participation has always been the backbone of the Government's policy to expand primary education . After 1951 the Government adopted the policy of partnership with the people in the expansion of primary education facilities in Nepal. People who established primary schools on their own initiative received financial grants from the Government.

There was another policy change in 1960, when the party-less panchayat system emerged. The country was divided into village panchayats at the lowest level and the government adopted the policy of providing at least one primary school to each village panchayat. This meant that there would be one primary school for each 3000 people on the average. The people of the village panchayats took the initiative in establishing primary schools by constructing school buildings and providing furniture and other physical facilities.

With the introduction of the NESP, His Majesty's Government reduced the duration of primary education from five years to three. This has made possible an increase in the primary school enrolment from 32 per cent in 1970 to 87 per cent in 1980. The inclusion in 1981 of grades IV and V in the primary education level was adopted in view of the practical difficulties involved in providing educational facilities in rural areas and of the academic inadequacy of the three-year package. His Majesty's Government has also adopted the policy of allowing private primary schools to operate. These schools are obliged to use nationally-prescribed curriculum and textbooks but are authorized to teach English and other subjects as long as the objectives set in the primary school curriculum are met.

Free and compulsory primary education programmes of the 1960s

After his Majesty King Birendra Bir Bikram Shah declared primary education free on the occasion of his coronation, the Government unertook a programme in the mid-1960s to implement free and compulsory primary education in the country.

Under this programme the village panchayats were authorized to receive a certain percentage of land revenue from the government to finance local primary schools, and town panchayats were authorized to raise some taxes to operate primary schools. Special legal provision was made to decentralize the operation of the primary school system and the village and town panchayats appointed teachers and paid their salaries. Three regional offices of the Chief Inspector of Schools were created to administer and supervise the programme.

Quite a few town panchayats and some district panchayats participated in this programme. The town panchayats of Dharan, Pokhara and Tansen were fairly successful, as were the districts of Chitwan and Jhapa, but the overall effectiveness of the programme was never evaluated systematically. Records indicate that the programme was fairly successful in enrolling children of primary school age, but various technical difficulties made strict enforcement of the compulosry aspect impossible. The programme was terminated in 1971 when the Government adopted a new policy on primary education. The government is presently focusing its attention on free and universal primary education rather than efforts to impose compulosry education, for topographical, financial and managerial reasons.

The national education system plan

Primary education had already expanded by 1970, when the enrolment rate reached about 32 per cent, but numerous weaknesses were identified in the primary education sector. The standard of education was unsatisfactory, a majority of teachers were untrained and underqualified, and the schools had poor physical facilities. In view of these problems, the National Education System Plan (NESP) for 1971 to 1976 made the following proposals:

1. Primary school students should be taught reading, writing and arithmetic, some rudimentary knowledge of Nepalese

life and some information regarding the King and the country;

2. Sixty-four per cent of the boys and girls, six and eight years, old would be provided with primary education facilities;
3. Those with an SLC or its equivalent and training would be employed as primary school teachers;
4. Textbooks would be made available free to children in remote areas and at fair prices to others;
5. District-level examinations would be held at the end of each primary school term; and
6. His Majesty's Government would cover the full salary of primary school teachers.

Major policy changes were made during the implementation of the NESP. The government decided to reduce the duration of primary education from five years to three. Literacy was declared the objective of primary education, and the number of subjects in the curriculum was reduced. The Government began to pay 100 per cent of the salary of primary teachers, and the salary scale of primary teachers was raised. A target date of 64 per cent enrolment was fixed for 1976. A nominal fee was introduced in the primary schools to help meet instructional costs.

Other policy strategies for universalization

Duration of primary education. Since 1981 primary schools have been extended to include grades IV and V. This change was made largely to benefit children in remote areas who often had no access to lower secondary schools once they had completed the three years of primary school. This inconvenience has obliged children to stay out of school after grade III in spite of their parents' desire to let them continue their studies for at least a couple of years.

This revised structure has been advantageous to most of the people who live in remote areas, but it has necessitated an additional number of classrooms and adjustments in the provision, qualification, salary and status of teachers. In the previous structure, teachers who taught in grades IV through VII were categorized as lower

secondary teachers and their salary and status were higher than those of primary school teachers, but the revised structure has classified them as primary teachers.

Administration and supervision. The recent Decentralization Act gave greater power to education personnel at the implementation and grass-roots levels, in order to mobilize people's participation in education. In the present set-up, much of the responsibility for planning, establishing and managing schools rests with the school managing committees. The committees are given an annual grant by the government to cover all the operational costs of running primary schools. They are responsible for appointing primary teachers on a temporary basis if permanent teachers are not available, constructing school buildings and supervising the day-to-day operation of schools.

Teacher qualifications and training. Qualified and trained primary school teachers have not been available in adequate numbers, especially in the rural and remote areas. To combat this, His Majesty's Government reduced the minimum qualification for primary teachers from SLC to under-SLC. Varying salary schedules have been adopted to allow people with different qualifications to teach in primary schools. For example, there are salary scales for trained SLC teachers, untrained SLC teachers, trained under-SLC teachers and untrained under-SLC teachers. This widening of the range of qualification for teachers has enabled the government to establish primary schools in the remotest parts of the country.

The Government is assisting the Institute of Education in running special, as well as regular, teacher training programmes to cope with the fast growing demand for primary school teachers. About 3,000 trained teachers a year graduate from the Institute's several campuses.

School facilities. Insufficient physical facilities for schools have been another major constraint. The limited resources of the government make it difficult to construct school buildings and there is a lack of building technicians for the remote areas. To address this problem, the Ministry of Education adopted the strategy of requiring local communities to construct school buildings. MOEC has prepared a prototype of a primary school building that can be adapted to local requirements.

Since panchayat workers must be active in promoting education if they want to be re-elected, they have taken active interest not only in the building of physical facilities for schools but also in the day-to-day operation of the primary schools of the community. This strategy has been effective for another reason. The local community uses locally available building materials like stone and timber and provides free labour, so that the buildings are built at no cost to the villagers. Almost all the primary school buildings in Nepal have been built by the school communities. If the government had had to shoulder the responsibility of building all the present primary school buildings, the extension of school facilities would have taken decades.

Remote and rural areas. As primary school teachers are not available in the rural areas, the government has provided a remote or rural area allowance to teachers deputed to teach in such schools. Free education up to the secondary level is provided in remote areas so that secondary school graduates will be available for primary school teaching. Scholarships had been awarded to students in remote areas, and textbooks up to grade III provided free long before this policy was adopted for students in other areas.

Enrolment of girls. The Ministry of Education and Culture has adopted a policy of giving priority to women teachers in order to encourage more girls to go into primary school teaching. This, in turn, should have a positive effect on the enrolment of girls in primary schools. Recently MOEC has made it obligatory for the school managing committees and the District Education Offices to give permanent appointments to women who have undergone training under the Equal Access of Women to Education Programme and applied to teach in their local schools.

The Government also decided to provide free textbooks to all girls in the primary grades in 18 remote areas to motivate retention of girl students.

Enrolment targets. Enrolment grew in Nepal from less than one per cent in 1950 to 32 per cent in 1970. The NESP set a 1976 target of 64 per cent enrolment in the three-year primary education system, and enrolment reached 87 per cent in 1980. When the duration of primary education was lengthened from three to five years, the enrolment percentage decreased, but efforts to extend enrolment up to grade V have been gaining momentum. The Sixth

Five-Year Plan also set the target of increasing primary age-group enrolment, and there is discussion of including a target of 100 per cent enroment in the next two five-year development plans, which will extend to 1995. With the momentum that has been maintained so far, near-universlization of primary education could well be achieved by that date.

Achieving enrolment of the remaining 20 per cent of the schoolage population will be especially difficult because these children belong to the most resistant or inaccessible groups. Primary schools are available to almost all children except those in very sparsely inhabited villages or very isolated dwellings. To cater to the needs of such children, the Government would have to establish primary schools for as few as five or ten pupils each. Motivating certain ethnic groups that have shown little interest in formal education for their children is also a difficult task. Parents in some socio-economic brackets are reluctant to send their daughters to school, and barriers of sex discrimination are strong.

Summary of national policy

Government policy to universalize primary education in the country is summarized below:

1. Primary education will be made available to all citizens of Nepal and all primary schools will follow a uniform curriculum.
2. Though there are 12 languages and several dialects spoken in the country, Nepali is the mother tonque of 52 per cent of the population and is understood as a second language by the majority of the people. For this reason and that of the need for greater national integration, Nepali has been made the medium of instruction at all levels of school education. This policy does not preclude, however, the use of other languages in the classroom in cases when children cannot understand Nepali. Some private schools are permitted to use English as the medium of instruction, provided Nepali is also taught as a compulsory subject.
3. Primary education will be free in the public primary schools.
4. The Government will make all primary school textbooks

available to students free of charge in stages. At present, textbooks are free up to the third grade.

5. The Government will establish new primary schools every year as planned in the medium-term development plans.
6. Special allowances will be provided to teachers deputed to teach in remote areas.
7. To encourage the enrolment of girls in primary schools, the Government will give preference to girls and women in the appointment of teachers.
8. High priority will be given to establish primary schools in communities that have so far had little access to facilities.
9. One hundred per cent of the salaries of public primary school teachers will be paid by the Government.
10. In order to promote people's participation in education, communities will be encouraged to build school buildings and provide other physical facilities.

Chapter Four

SIGNIFICANT DEVELOPMENTS AND PROGRAMMES

Concentrated efforts are being made at all levels to achieve the goal of enrolling every child of primary school age according to the target, in spite of many hurdles. Some of the undertaking related to or having implications for the universlization of primary education in Nepal are described in this chapter.

Studies

Achievement study of primary school children. This study carried out by CERID in 1980 focused on the achievement level of primary school completers. After three years of primary school, children were expected to be able to read sentences written in simple Nepali, express simple ideas and feelings in writing and use with ease the four simple rules of arithmetic to solve everyday problems.

The study found that the mean score in the literacy test of primary school completers was only 66.1 per cent, indicating a great deal of wastage in primary education. Only 20.4 per cent of the students tested demonstrated full literacy, 21.2 per cent were semi-literate, 5.8 per cent scored as partially literate and 1.2 per cent were illiterate. The fact that 28 per cent of primary school leavers have not attained literacy should be a matter of grave concern.

Another finding was the wide disparity in the achievement of children of different regions; for example, the students in the Far-western Region were weaker in reading, writing, and arithmetic than those in the Eastern Region. Most of the students from all regions scored poorly in solving numerical problems, and in comprehension and writing sentences. The conclusion of the study was that three years of primary school education did not impart literacy skills to a satisfactory level of proficiency.

Implications of population growth for educational development in the Central Development Region. This study aimed at assessing the impact of rapid population growth on the amount of investment

required for education development. According to the findings of the study, between 1973 and 1979 primary school enrolment increased from 91,086 to 309,472, an annual growth rate of 23 per cent. The growth rate in the number of teachers was only nine per cent. This increased the teacher pupil ratio from 1:18 in 1973 to 1:43 in 1979. Assuming the current fertility rate of 6.3 in Nepal will remain constant, the projected population of school-age children for 1990 is 843,000 and for 2000, 1,143,000. The additional number of teachers required for these pupils would be 2,555 and 3,371. On the other hand, a fertility rate of only 3.0 would result in a population of school-age children of 765,000 in 1990 and 724,000 in 2000, requiring 883 and 277 additional teachers, respectively.

The above estimates point out that the present fertility rate, if allowed to continue, would adversely affect availability of education for the masses. The country already has too few teachers and a high rise in population would mean additional expenses for teachers' salaries, as well as for textbooks that would have to be distribted free of charge.

The strain on physical facilities would grow with such increased enrolment. Primary schools are already poorly equipped with furniture, and available classroom space is inadequate to allow movement necessary for learning. The study concluded that if the current rate of population growth persists for the next two decades, it will be extremely difficult to maintain even the present level of education quality.

Determinants of education participation in rural Nepal. Despite increased education facilities and opportunities, there is still low participation in educational activities, especially in rural areas. A large number of school-age children do not go to school and the number of illiterate adults is multiplying A study was undertaken by CERID with assistance from World Education/USA to determine the factors that affect people's participation in education and influence attendance in primary and secondary schools.

Some of the major findings of the study, are listed below.

1. Sex is the single most important predictor of educational participation. Boys have a participation rate 33 per cent higher than girls.
2. Age is a strong determinant of participation for primary

school-age children. For each year of age there is a 7.5 per cent increment in participation in primary schools.

3. Distance to school is a very strong predictor. In the primary age-group there is a 2.8 per cent decrement in educational participation for every kilometre between the child's home and school.
4. Primary school-age children who help in the household have a 9.3 per cent reduction in school participation.
5. Children whose families are engaged in labour or cottage industries exhibited a 6.7 per cent lower participation rate.
6. The father's level of education has a relative effect upon a child's education. An increment of one year in the father's education is likely to increase a child's participation in education by 4.5 per cent. The attitude of the head of the household toward modernity, which is partly influenced by education status, plays its part in influencing children's enrolment.
7. The language a child speaks at home is a strong factor affecting school participation and regularity of attendance.
8. The ethnicity and native language of the teacher are strongly related to the participation of rural children in education. Schools with staff representing the ethnic composition of the community have higher participation rates than those with no such staff. The presence of trained and qualified teachers has a positive effect upon higher participation.

This study deduced that concerted and unrelenting efforts towards increasing awareness, instilling positive attitudes towards education in the rural adults, and improving school facilities through the provision of suitable teachers, relevant curriculum and proximate location of schools are needed to improve people's participation in school and ultimately achieve universalization of primary education.

Primary education in Nepal. The National Education Committee recently formed a study panel composed of two district education officers, one supervisor, one representative of the NEC and the Member Secretary of the NEC, to solicit the opinions of a wide sample of people about various aspects of primary education related to its universalization and improvement. The panel has drawn up a

comprehensive questionnaire and is preparing to make field visits for data collection.

Present educational structure and possible alternatives. A study of the present educational structure and possible alternatives was undertaken by CERID on behalf of MOEC. The study involved the collection of the views on this subject held by top-level educationalists, administrators and teachers. Key personnel in the field of education in Nepal participated in a seminar to discuss the findings of the study.

Some of the opinions of the interviewees and the seminar participants are listed below

1. The revised structure of primary education from three to five years' duration was positive but left a vacuum at the lower secondary level, which has been reduced to only two years. It was suggested that lower secondary be incorporated in secondary school or be prolonged, resulting in a school education structure of 5+5 or 5+3+2.
2. The establishment of nursery, kindergraten and pre-primary schools should be allowed to meet the growing demand in urban areas but they should be regulated.
3. Simultaneous efforts should be made to improve the curriculum or make it more relevant to the revised objectives of education, to prepare better-qualified and better-trained teachers and to improve physical facilities.

Growth of private pre-primary and primary schools. In spite of the fact that primary education is free, a number of private pre-primary and primary schools have come into existence, especially in urban areas, to cater to economically privileged parents interested in better education for their children. CERID undertook a study in 1982 and 1983 of the programmes materials, methods, teachers and students in such privately-run schools.

According to the results of this study, these schools are popular because the average teacher-pupil ratio is only 1:23 at the primary level. They also place greater emphasis on conversational English and give extra coaching to weaker students.

Committee for universalization of primary education. In view of the great importance of providing primary education facilities to

all, a five-member committee was set up under the chairmanship of the Secretary of Education and Culture to expedite and to co-ordinate efforts towards the universalization of primary education in the country. However, the Committee has not yet made concrete plans towards the achievement of this target.

Projects and programmes

Pre-service/in-service teacher training programme. The Ministry of Education and Culture arranges, through its Teacher Training Section, training for a certain number of teachers on an annual quota basis. The training programme also includes a separate quota for education and training for students who are to be appointed as teachers of science, English and mathematics in remote districts where there is a great scarcity of teachers.

Training primary school teachers through radio. A total of 20,737 out of 32,259 primary school teachers were under-educated and untrained in 1981, according to statistics. Because about 6,000 of these teachers are based in remote and rural districts, regular institutional training cannot reach them easily. The Radio Education Teacher Training Programme was started in 1978 with assistance from USAID. One thousand teachers from 22 districts were enrolled in 1981-1982 and 2,500 teachers were enrolled from 75 districts in 1982-1983. They were loaned radio sets and provided with packages of self-instruction materials, and programmes were broadcast on regular dates. This project enables the teachers to receive training that does not interfere with their work at school.

Equal access of women to education programme. The programme has been in operation for more than a decade. It involves giving girls, especially from remote districts, training and education before they are employed as teachers in the areas they come from. The Ministry of Education and Culture has guaranteed employment for women teachers trained under this programme. In the Teaching Training Section of MOEC a cell called the Women's Education Unit is developing programmes to involve these women teachers not only in teaching in primary schools but also in acting as change agents to improve the quality of life in their communities.

Instructional improvement in primary schools. This is a three-year action research project being undertaken by CERID with the assistance of IDRC/Canada. The project includes strategies to pre-

pare teachers for implementing student-centred and activity-oriented teaching techniques to orient parents to encourage and facilitate students' learning efforts at home and to design and develop supplementary learning materials for motivating and reinforcing students' learning. Instructional materials for teachers, students and parents have been prepared and workshops have been conducted in two districts of the country.

The workshops aim to enable the participating teachers to share ideas and experiences with a focus on possible improvements in grade I and IV textbooks for Nepali, mathematics, social studies, English, science and health. Teachers also design and develop instructional materials to supplement the textbooks and participate in discussions on instructional planning, methods of teaching, evaluation, classroom management and child development. Similar workshops have been organized for parents at the project sites to teach them techniques to help their children learn at home.

The project hopes to help the participating primary school teachers improve their style of classroom teaching. In a larger context, it is expected that these efforts will have a favourable impact on primary classroom instruction, which is currently undergoing a transition from old to modern methods.

Integrated Rural Development (IRD) projects. His Majesty's Government has adopted a policy of implementing integrated rural development programmes to systematize and accelerate the process of development.

The aim of the IRD projects is to improve the general quality of life of the people. The major thrusts lie in increasing productivity, educational and employment opportunities, nutritional standards, general awareness and people's participation in community development. The expansion and improvement of primary and adult eduction are the main objectives in the education sector of the IRD projects.

The strategies adopted to meet these objectives include improving school facilities, training teachers and providing scholarships and other incentives to disadvantaged groups such as girls, small farm families, and educationally backward communities.

There are currently seven IRD projects in 22 districts of the country. They include the:

1. Rasuwa-Nuwakot IRD Project;
2. Sagarmatha IRD Project;
3. Koshi Hill Area RD Project;
4. Mahakali IRD Project;
5. Rapti IRD Project;
6. K-BIRD Project; and
7. Integrated Hill Development Project.

The Government plans to implement IRD projects in all the 75 districts of Nepal, and feasibility studies are now being carried out

Education for Rural Development project. The ERD project initiated in 1981 is being run by the Government with the co-operation of UNDP, Unesco and UNICEF. It is based both on the NESP and on the Lahachowk project, which showed how education in one school, could promote development in the surrounding area. The project is being launched in one of the most educationally and economically backward parts of the kingdom – Doti, Bajhang and Bajura of the Seti Zone. The objectives are to made the primary and adult education systems more efficient and effective, and to help primary education teachers to become agents of change for development.

The project includes plans to improve primary education in several areas. Teaching and learning materials, including supplementary readers containing stories with development messages, will be developed and distributed. Teachers will be trained in courses ranging from half a day to 10 months.

Existing school compounds and buildings will be improved and local communites assisted in constructing new schools. There is also a component emphasizing functional action-oriented adult education.

Programme to meet basic needs of children in Nepal. In the comprehensive framework of activities under this programme, set to run from 1982 to 1986, primary education is one of the important components. UNICEF will support Nepal's enrolment target of 75 per cent of school-age children by the end of the sixth Five Year Plan (1980-1985) by providing paper for all textbooks required for grades I through III. It will also assist CTSDC, JEMC and IOE in improving the capacity and quality of their services.

Chapter Five

CONCLUSION

The literacy rate in Nepal some three decades ago, when the Government initiated development plans and programmes, was less than one per cent. Since then the country has been actively engaged in providing education to the greatest number of people as expeditiously as possible, in accordance with its nation-building efforts. In the area of primary education in particular there has been a great deal of progress; so much so that in 1982 enrolment in primary schools reached 65 per cent in most rural and urban areas.

Universalization of primary education has been implicit in the directive policy of the Government for the past 30 years, although no deadline has been fixed to accomplish the task. Educational planners and personnel in Nepal have acquired sufficient experience to be able to visualize the total problem of universalization. The basic infrastructures, such as institutions for teacher training and curriculum development, necessary to allow planning for making high-quality primary education available to every child have already been established in the country. The current decentralized education system supports local initiative and encourages community participation, which can build a sense of commitment to educational development.

Many problems, however, must still be solved if effective primary education is to be made available to all school-age children. Some of the problems are peculiar to Nepal, such as the mountainous topography of one third of the country that makes walking and transportation difficult for children who live several kilometres from the nearest primary school. Many more school buildings are needed, especially in these remote areas. The socio-economic condition of the majority of the rural people is another impediment to the expansion of primary education. Some ethnic groups have social restrictions on sending girls to school. The rural parents' low literacy rate of 24 per cent prevents them from understanding the value of

education except for guaranteeing employment, and they are disappointed when this is not possible. The existing administrative mechanism in Nepal is geared to the expansion of primary education, and efforts must be concentrated on enrolling girls and children in remote areas.

The other challenge educational planners face is the qualitative improvement of primary educaition. If education is to be well received by the people it must be relevant and practical. If education proves itself to be useful, fewer children will drop out, and if the primary curriculum is well planned and well taught by competent teachers, there will be fewer repeaters.

It is gratifying that the planners and policy-makers in Nepal have shown great concern and commitment in carrying out measures that will contribute to universalizing primary education. This is a good indication of the potential of the plan for fulfilment. All possible efforts will be made at the national level to ensure that one day all primary school-age children of the country will be enrolled in schools that will provide a basic and meaningful primary education

Appendix

STATISTICAL TABLES

Table 1. Estimated population in age group corresponding to primary education level in the national system

Year	Total population	Age-group population (6-10 years)[4]	Annual percentage growth rate[5]
1970[1]	11,321,625	1,586,027	
1971 (Census)	11,555,983	1,617,838	2.07
1980[2]	14,633,585	2,048,702	2.66
1981 (Census)	15,022,839	2,103,197	2.66
Projections:[3]			
1990	18,612,945	2,605,812	2.40
1995	20,568,233	2,879,553	1.05
2000	22,661,068	3,172,550	1.02

1 Applying the intercensal growth rate (during 1961-1971) of 2.07% per annum.

2 Applying the intercensal growth rate (during 1971-1981) of 2.66% per annum.

3 Assuming the total fertility rate of 5 to be attained by 2000 A.D. (Present TFR is 6.6), this is regarded as a medium variant projection.

4 The proportion of 6-10 years age-group population in the total population is 14%.

5 The annual growth rates in the projects are derived by applying the formula:

$P_1 = P_0 (1+r)^t$

Table 2. Trends in primary education

Year	Number of primary schools			Number of students enrolled in primary schools			Number of teachers in primary education		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
1970	NA	NA	7,275	NA	NA	F. 64,752 M. 343,719	NA	NA	18,677
1975	NA	NA	8,314	NA	NA	F. 84,008 M. 374,508	NA	NA	18,847
1980	NA	NA	10,130	NA	NA	F. 299,512 M. 768,400	NA	NA	F. 2,681 M. 25,124
1981	NA	NA	10,628	NA	NA	F. 373,736 M. 1,014,265	NA	NA	F. 2,666 M. 26,468
1982	10,698	214	10,912	F. 391,310 M. 1,045,630	15,652 22,106	406,962 1,067,736	2,508 28,483	538 730	3,046 29,213

Table 3. Age, sex and grade distribution of pupils enrolled in all grades of primary education and one next higher grade year (1981)

		Grade					
Age	Sex	1	2	3	4	5	6
6	F	41 (24.7)	2 (2.2)	0 (0)	0 (0)	0 (0)	0 (0)
	M	102 (24.5)	11 (4.8)	1 (0.5)	0 (0)	0 (0)	0 (0)
7	F	46 (27.7)	21 (23.3)	3 (3.4)	0 (0)	0 (0)	0 (0)
	M	95 (22.6)	33 (14.5)	4 (2.0)	0 (0)	0 (0)	0 (0)
8	F	25 (15.1)	20 (22.2)	23 (26.1)	3 (5.2)	0 (0)	0 (0)
	M	75 (18.0)	41 (18.1)	29 (14.7)	2 (1.4)	1 (0.8)	0 (0)
9	F	18 (10.8)	14 (15.6)	10 (11.4)	8 (13.8)	3 (9.4)	0 (0)
	M	40 (19.6)	45 (19.8)	33 (16.8)	17 (11.8)	8 (6.1)	0 (0)
10	F	18 (10.8)	20 (22.2)	20 (22.7)	16 (27.6)	6 (18.8)	0 (0)
	M	47 (11.3)	34 (15.0)	33 (16.8)	30 (20.8)	22 (16.7)	6 (6.7)
11	F	9 (5.4)	8 (8.9)	14 (15.9)	12 (20.7)	5 (15.6)	2 (9.5)
	M	24 (5.8)	28 (12.3)	32 (16.2)	34 (23.6)	17 (12.1)	14 (15.6)
12	F	7 (4.2)	4 (4.4)	14 (15.9)	11 (19.0)	12 (37.5)	8 (38.1)
	M	16 (3.8)	13 (5.7)	28 (14.2)	22 (15.3)	31 (23.5)	27 (30.0)
13	F	0 (0)	0 (0)	3 (3.4)	7 (12.1)	2 (6.3)	5 (23.8)
	M	9 (2.2)	11 (4.8)	15 (7.6)	20 (13.9)	30 (22.7)	24 (26.9)

Age	Sex	Grade 1	2	3	4	5	6
14	F	1 (0.6)	1 (1.1)	1 (1.1)	1 (1.7)	2 (6.3)	5 (23.8)
	M	5 (1.2)	8 (3.5)	11 (5.6)	10 (6.9)	13 (9.8)	11 (12.2)
Over 15	F	1 (0.6)	0 (0)	0 (0)	0 (0)	4 (12.5)	1 (4.8)
	M	3 (0.7)	3 (1.3)	11 (5.6)	9 (6.3)	11 (8.3)	8 (8.9)
Total	F	166 (100)	90 (100)	88 (100)	58 (100)	32 (100)	21 (100)
	M	416 (100)	227 (100)	197 (100)	144 (100)	132 (100)	90 (100)

Source: "Determinants of Educational Participation in Rural Nepal" Survey Data, 1981.

Table 4. Regional distribution of primary education facilities, 1982

Development region	Population of primary school age-group (6-10 years)	No. of primary schools	No. of students enrolled in primary schools	Enrolment ratio
Eastern	533,059	2,569	379,585	71.2
Central	705,592	2,991	446,657	63.3
Western	449,692	2,714	390,855	86.9
Mid-western	281,069	1,623	156,421	55.6
Far-western	189,728	1,015	101,180	53.3
Total	2,159,140	10,912	1,474,698	68.3

Table 5. Institutions of primary education

Type of institution	Year			
	1982	1980	1975	1970
I. Total primary schools[1]	10,912	10,130	8,314	7,275
Number of one-teacher schools	NA	NA	NA	NA
Number of two-teachers schools	NA	NA	NA	NA
II. No. of teacher training institutions for primary education[2]	10	10	16	5
III. Curriculum Development Centre	1	1	1	–
(a) Curriculum and materials development under the Education for Rural Development Project, Seti Zone	1	–	–	–
(b) Experimental Curriculum and Materials Development by CERID under Primary Education Project	1	–	–	–
IV. Schools for physically handicapped	6	5	4	3
Schools for mentally handicapped	–	–	–	–
V. Other Institutions				
(a) S.O.S. Children's Village, Sanothimi	1	1		
(b) Bal Mandirs (75 districts)[3]	75	75	75	
(c) Paropakar, Kathmandu	1	1	1	1

[1] Schools: New primary schools start with one or two grades and add subsequent grades with the permission of the District Education Office. Thus, new schools have fewer teachers than primary schools with all five grades.

[2] Training Institutions: All pre-service teacher training activities are conducted by the designated campuses of the Institute of Education. The campuses also conduct in-service training on request from the Ministry of Education and Culture.

[3] Bal Mandir: The Bal Mandirs are centres for young children run by the Nepal Children's Organization in the the districts. The Bal Mandir in Kathmandu runs a nursery and primary grades, and provision is made for deaf, dumb and blind children. The Bal Mandirs are often used for conducting various local functions.

Table 6. Teachers and supervisors for primary education, 1982

Level of basic qualification	Teachers for primary education			No. of supervisors
	Trained	Untrained	Total	
1. Less than 10 years' schooling (under-SLC = School Leaving Certificate)	3,974	6,492	10,466	–
2. 10 years' schooling (SLC completed)	7,038	13,040	20,078	–
3. 12 years' schooling (certificate of intermediate level)	435	1,059	1,494	327
4. University degree (Bachelors or equivalent and Masters or equivalent)	78	143	221	135
Total	11,525	20,734	32,259	462

Table 7. Curriculum in primary schools, 1981

Number of working days for primary schools in academic year-220

Number of periods per week – 30 to 39.

Subject	No. of periods per week				
	Grades				
	I	II	III	IV	V
1. Nepali	12	12	14	8	8
2. English	–	–	–	7	7
3. Sanskrit	–	–	–	2	2
4. Social Studies	6	6	7	6	6
5. Science and Health	–	–	–	4+2	4+2
6. Mathematics	9	9	10	6	6
7. Drawing/painting, Hygiene, Physical Education, etc.	3	3	4	–	–
8. Physical Education	–	–	–	2	2
9. Moral Education	–	–	–	2	2
Total	30	30	35	39	39

Table 8. Expenditure on primary education

Current Expenditure				(in Rs. '000)
A.	Current expenditure	1980/81 (Actual)	1981/82 (Budgeted)	1982/83 (Budgeted)
	1. Primary education (Teachers salarties	114,187	164,779	224,000
	2. Supervision and evaluation (primary and secondary)	224	421	347
	3. Radio Education Teacher Training (primary teachers)	171	421	700
	4. In-service teacher training (primary and secondary)	619	707	5,541
	5. Administration[1]			
B.	Capital expenditure[2]			

[1] The expenditure on educational administration is presented in the Regular Budget of the Government, and covers all levels of education and support services. It is not possible to differentiate the amount of expenditure being devoted to any particular level or activity. The Ministry of Education and Culture, the Regional Directorates, the District Education Offices as well as other support institutions such as the Curriculum Textbook and Supervision Development Centre deal with all levels of school education. The Ministry also handles matters relating to higher education.

[2] Making provision for school buildings and maintenance is the responsibility of local communities. However, the Integrated Rural Development Projects provide assistance for building new primary schools and for repair and maintenance of existing buildings.

SELECTED APEID PUBLICATIONS
RELATING TO UNIVERSALIZATION OF PRIMARY EDUCATION

* *Universalizing education: linking formal and non-formal programmes; report. 1979.*
* *Universalizing education: strategies for development and use of instructional materials; report. 1979.*
* *Universalizing education: selected innovative experiences: new techniques for preparing educational personnel. 1980.*
* *New personnel profiles in relation to changes in society and educational systems. 1980.*

In-service teacher education: developing innovatory strategies and instructional materials; report. 1980.

* *Designing instructional materials for general education and teacher training: a portfolio of experiences in Asia and Oceania. 1980.*
* *Preparing educational personnel: training methodologies based on locally available learning resources; report. 1980.*

Linking science education in real-life; curriculum design, development and implementation; report. 1980.

Towards better health and nutrition; report. 1981.

Social changes and new profiles of educational personnel; national studies: India, Nepal, Philippines, Republic of Korea. 1981.

Report of the study group meeting on evaluation and development of innovative methods of teaching with reference to problems of multiple classes and disadvantaged groups. 1981.

Integrating subject areas in primary education curriculum—a joint innovative project; report. 1982.

Distance learning for teacher education; report. 1982 (3 vols.)

Multiple class teaching and education of disadvantaged groups; national studies: India, Sri Lanka, Philippines, Republic of Korea. 1982.

Learning needs and problems in primary education; report. 1983 (2 vols).

Training of educational personnel for integrated curriculum; report. 1984.

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* Out of stock.

The Asian Programme of Educational Innovation for Development (APEID) has as its primary goal to contribute to the building of national capabilities for undertaking educational innovations linked to the problems of national development, thereby improving the quality of life of the people in the Member States.

All projects and activities within the framework of APEID are designed, developed and implemented co-operatively by the participating Member States through over one hundred national centres which they have associated for this purpose with APEID.

The 24 Member States participating in APEID are Afghanistan, Australia, Bangladesh, China, Fiji, India, Indonesia, Iran, Japan, Lao People's Democratic Republic, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Singapore, Socialist Republic of Viet Nam, Sri Lanka, Thailand and Turkey.

Each country has set up a National Development Group (NDG) to identify and support educational innovations for development within the country and facilitate exchange between countries.

The Asian Centre of Educational Innovation for Development (ACEID), an integral part of the Unesco Regional Office for Education in Asia and the Pacific in Bangkok, co-ordinates the activities under APEID and assists the Associated Centres (AC) in carrying them out.

The eight programme areas under which the APEID activities are organized during the third cycle (1982–1986) are:

1. Universalization of education: access to education at first level by both formal and non-formal means;
2. Education for promotion of scientific and technological competence and creativity;
3. Education and work;
4. Education and rural development;
5. Education and urban development;
6. Educational technology with stress on mass media and low-cost instructional materials;
7. Professional support services and training of educational personnel;
8. Co-operative studies, reflections and research related to educational development and future orientations.